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AUTHOR White, Ernest R.; Lawrence, Paul R.
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ABSTRACT

Prompted by the national educational reform movement, a Kentucky committee, mandated by the general assembly, called in 1983 for changes in the preparation and certification of school administrators. This study presents a background of the mandates, details of the certification changes, the board of education's study of administrative preparation and certification, and an advisory committee's recommendations for program implementation. Investigative committees in Kentucky responded to the 1983 "Nation at Risk" report by requesting changes which featured completion of a 1-year internship for evaluation during the first year of administrative employment and a testing program to ensure acceptable levels of communication skills, general knowledge, and professional education concepts. Changes included a two-level post-master's program for principals, supervisors, and superintendents that contains one generic instructional leadership core for all three positions. This core is designed around those competencies that practitioners considered critical in their role. The paper presents an outline of curriculum standards for principals, supervisors, and superintendents, including conditions under which endorsements from one level to another are allowed as well as renewal requirements for certificates. A committee of educators, meeting in 1986, is preparing regulations to implement the testing/internship program, with a target completion date of July 1987. (CJH)

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Educational Administration Reform in Kentucky: A Beginning

Ernest R. White, Ed.D.
Chair, Department of Administration, Counseling
and Educational Studies
Eastern Kentucky University

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Paul R. Lawrence, Ed.D.
Acting Chair, Department of Special Education
Eastern Kentucky University

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Running Head: Educational Administration Reform in Kentucky

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Abstract

Prompted by a national movement for educational reform, the Kentucky General Assembly has called for some radical changes in the preparation and certification of school administrators, including a one-year internship to be served during the first year of employment as an administrator. Also mandated was a testing program to assure acceptable levels of communication skills, general knowledge, and professional education concepts. Changes already proposed include a two-level post-master's program for principals, supervisors, and superintendents which features one generic instructional leadership core for all three positions. This core is designed around those competences which practitioners considered most critical in their role as instructional leaders. A state-wide committee is now at work preparing the administrative regulations required to implement and maintain the testing/internship program.

Introduction

Certification requirements for the preparation of school administrators have not changed substantially in Kentucky in more than a decade. That is not to imply that changes in preparation programs have not occurred. Kentucky uses an approved program approach to certification which allows each preparation institution considerable latitude in how the certification requirements may be met. Most Kentucky institutions have made changes in their approved programs to reflect state of the art developments over the past decade.

Background

Since 1970, all administrator preparation in Kentucky has been post-master's degree in nature. Admissions standards have required that the candidate have a Master's Degree in Education and a Standard Teaching Certificate. A Standard Teaching Certificate is acquired through a master's degree of no less than thirty semester hours which must include a nine semester hour professional education core and a minimum of twelve semester hours "selected to strengthen the specialization of the teacher" (Kentucky Council on Teacher Education and Certification, 1986). The preparation programs for principals, supervisors, and directors of pupil personnel require an additional fifteen semester hours of graduate work in the area of administrative specialization (45 total semester hours including the master's degree). The superintendency requires a total of 60

semester hours including the master's degree.

Current standards require a minimum of five years teaching experience for superintendents and three years for other administrative certificates. Since 1984, The Effective Instructional Leadership Program (Kentucky Revised Statutes, 1984) has required that practicing administrators (superintendents excepted) acquire forty-two hours of State Department of Education approved staff development training every two years to maintain their administrative certification.

A number of powerful forces have emerged in recent years to force reform in educational administration. The indictment of teachers and administrators in the Nation at Risk Report (The National Committee on Excellence in Education, 1983) spawned a group of study and investigative committees in Kentucky. Most prominent among these were the Prichard Committee for Academic Excellence, the Kentuckians for Excellence in Education Task Force, and the Governor's Council on Educational Reform. All of these groups delivered very critical reports on the quality of instruction and educational leadership within the state.

The Prichard Committee for Academic Excellence (1983) called for a three phase certification process for superintendents, directors of pupil personnel, supervisors, principals, and assistant principals to include:

1. Completion of a sound preparation program.

2. Successful completion of a new Kentucky School Administrators Exam (similar to the Kentucky Bar Exam).
3. Successful completion of a one-year internship for evaluation.

It also declared that elementary and secondary principals should have teaching experience within the grade range that they serve as principal and that there should be a continuing education requirement for all administrators. The call for testing and internships originated in an earlier study group, the Prichard Committee on Higher Education in Kentucky's Future (Kentucky Council on Higher Education, 1981).

The Kentuckians for Excellence in Education Task Force (1984) in its White Paper Number Two called for:

1. A revision of current preparation programs.
2. Successful completion of a standardized examination as a prerequisite for certification.
3. An internship as a part of all preparation programs for administrators.
4. Examination of principals and superintendents every five years for continuing education purposes.
5. A continuing education requirement of additional course work every five years.
6. Authorization of the use of non-certified personnel with related field credentials for certain administrative and managerial functions.

7. A reexamination of admission requirements for principalship and superintendency programs.

The Governor's Council on Educational Reform (1984) called for administrator preparation programs which placed greater emphasis on those skills needed to effectively work with teachers to improve the instructional process. Also influential in the move toward reform was an eight-part series by the Louisville Courier Journal titled Crisis in the Classroom (Whitt, Wilson, and Helitzer, 1983). These articles examined questionable conditions and practices in several Kentucky school districts.

Responding to these and other forces at work in the nation and state, the Kentucky General Assembly in 1984 adopted laws (Kentucky Revised Statutes, 1984) requiring basic skills testing for all teacher education majors as a prerequisite for entry into the teacher education program and an exit test of communication skills, general knowledge, professional education, and knowledge in the specific teaching field of the applicant. The California Test of Basic Skills is being used for the former. The National Teachers Examination is being used for the latter. Further, each new teacher is to experience a one-year internship during the first year of employment. The Kentucky Beginning Teacher Internship Program (Kentucky Department of Education, 1986) is patterned closely after the Florida Plan and utilizes the Florida Performance Measurement System. It is now in its second year of operation.

The General Assembly also called for a study of preparation programs and admission standards for all administrative positions.

Responding to the mandate of the General Assembly; the State Board of Education, acting through the Kentucky Council on Teacher Education and Certification, established the Committee on School Administration and Instructional Leadership. The Committee was charged with the responsibility for conducting a comprehensive study of the preparation-certification of all school administrative and instructional leadership positions.

The Study

The Committee on School Administration and Instructional Leadership was composed of thirteen members including practitioners from all school administration positions, teachers, professors of educational administration, and representatives of the State Department of Education. Consultants and support personnel were provided by the State Department of Education.

The Committee began with a study of the literature on administrator preparation programs and certification standards. From information gathered from the literature, the Committee constructed a questionnaire which was circulated to practitioners through the Kentucky Association of School Administrators and its umbrella organizations. This instrument drew primarily from three publications; Performance-Based Preparation of Principals (NASSP, 1985), Proficiency Standards for Elementary School Principals

(Draft) (NAESP, 1985) and Guidelines for the Preparation of School Administrators (AASA, 1982).

The Questionnaire had three objectives:

1. To establish with Kentucky administrators the validity of the generic competencies presented in the Guidelines for the Preparation of School Administrators (AASA, 1982).
2. To determine the competencies specific to each administrative position.
3. To determine those competencies which practicing administrators felt needed to be emphasized in preparation programs.

In addition to this effort, hearings were held by the Committee and representatives of the administrator organizations were invited to offer their opinions and recommendations to the Committee.

All three of the above objectives were achieved. First, there was very strong agreement regarding the appropriateness of the AASA competencies leading to the adoption of them by the Committee as generic competencies for the positions of principal, supervisor, and superintendent. Second, responses on the questionnaire regarding competencies specific to each administrative position were not conclusive. The Committee augmented its data in this area through the hearings and from the knowledge and experience of the practitioners on the Committee. Third, a large majority of the responses regarding weaknesses and areas needing

emphasis in preparation programs, related to the administrator's role as an instructional leader. This is reflected in the Committee's decision to develop the new certification standards around an instructional leadership core which is common to all three preparation programs--principal, supervisor, and superintendent.

Proposed Standards

The new certification proposal retains the prerequisites of a Master's in Education Degree and a Standard Teaching Certificate for admission to administrative programs. Also required are teaching experience of three years for principals, supervisors and superintendents, and two years of administrative experience for superintendents. Incorporated into the proposal is a change from two levels (K-6, 7-12) of certification for principals to three levels (K-4, 5-8, 9-12). This corresponds to recent changes in teacher certification.

Under the new standards principals will be required to have teaching experience at the grade levels corresponding to their administrative certificate (K-4, 5-8, or 9-12). With appropriate additional preparation, endorsement is possible from the elementary to the middle school and from the secondary to the middle school. However, endorsement from the secondary to the elementary and vice versa will not be permitted unless those persons are certified to teach at that level and have acquired the three years of teaching experience at the corresponding grade levels.

The new proposal calls for a two-level certification process for principals. The initial issuance of the Level I certificate shall be for a period of one year during which an internship must be successfully completed. Upon successful completion of the internship, the certificate will be extended for four years. The certificate must be renewed every five years thereafter. The first renewal shall require the completion of the twelve semester hour program which comprises Level II. Each subsequent renewal shall require one of the following:

1. Completion of two years of experience in the position.
2. Three semester hours of graduate credit related to the position of principal.
3. Forty-two hours of participation in the Kentucky Effective Leadership Training Program.

Persons who have had two years of successful principalship experience in the ten-year period prior to July 1, 1988 will be exempted from the internship requirement; however, they will be required to pass the written examinations required by law.

A brief description of the curriculum standards for principals, supervisors, and superintendents follows. Also included are the conditions under which endorsements from one level to another may be allowed, renewal requirements for certificates, and exceptions due to the wide range of organizational plans found in Kentucky school districts.

Curriculum - Early Elementary School Principal, Level I

The curriculum shall consist of a minimum of 18 semester hours of graduate credit which shall include, but not be limited to, the following:

1. A study of modern administrative theories, processes, and techniques.
2. A study of the research available on elementary education.
3. A study of early elementary school curriculum, grades K-4.
4. A study of the techniques of instructional supervision including the acquisition of those skills needed to effectively monitor, evaluate and coach instructional personnel, and to provide leadership in staff development, inservice, and program evaluation.
5. A study of educational and psychological testing and the application of test data to educational programs.
6. A study of the use of modern technological tools in instructional and administrative processes (i.e., computers).
7. A study of the role of the principal at the early elementary school level, grades K-4.

Curriculum - Early Elementary School Principal, Level II

The curriculum shall consist of a minimum of 12 semester hours of graduate credit which shall include, but not be limited to, the following:

1. A study of business management and accounting procedures in the public schools.
2. A study of the legal aspects of education.
3. A study of personnel administration.
4. A study of school/community relations.

Endorsement

A certificate based upon Level II preparation as a middle grade principal may be extended to early elementary school principal, grades K-4, upon completion of 9 semester hours of graduate credit which shall include, but not be limited to:

1. Elementary school curriculum.
2. Teaching reading at the elementary school level.
3. Organization and administration of the elementary school.
4. Field experience in an elementary school.

Curriculum - Middle Grade School Principal, Level I

The curriculum shall consist of a minimum of 18 semester hours of graduate work which shall include, but not be limited to, the following:

1. A study of modern administrative theories, processes, and techniques.
2. A study of the research available on middle school education.
3. A study of middle grade school curriculum, grades 5-8.
4. A study of the techniques of instructional supervision

including the acquisition of those skills needed to effectively monitor, evaluate and coach instructional personnel, and to provide leadership in staff development, inservice, and program evaluation.

5. A study of educational and psychological testing and the application of test data to educational programs.
6. A study of the use of modern technological tools in instructional and administrative processes (i.e., computers).
7. A study of the role of the middle grade school principal, grades 5-8.

Curriculum - Middle Grade School Principal, Level II

The curriculum shall consist of a minimum of 12 semester hours of graduate work which shall include, but not be limited to, the following:

1. A study of business management and accounting procedures in the public schools.
2. A study of the legal aspects of education.
3. A study of personnel administration.
4. A study of school/community relations.

Endorsement

A certificate based upon Level II preparation as an early elementary principal or as a secondary school principal may be extended to middle grade principal, grades 5-8, upon completion

of six semester hours of graduate credit which shall include, but not be limited to:

1. Organization and administration of middle grade schools.
2. Philosophy and curriculum of middle grade schools.
3. Nature and needs of middle grade school students.

Curriculum - Secondary School Principal, Level I

The curriculum shall consist of a minimum of 18 semester hours of graduate credit which shall include, but not be limited to, the following:

1. A study of modern administrative theories, processes, and techniques.
2. A study of the research available on secondary education, grades 9-12.
3. A study of the secondary school curriculum, grades 9-12.
4. A study of the techniques of instructional supervision including the acquisition of those skills needed to effectively monitor, evaluate and coach instructional personnel, and to provide leadership in staff development, inservice, and program evaluation.
5. A study of educational and psychological testing and the application of test data to educational programs.
6. A study of the use of modern technological tools in instructional and administrative processes (i.e., computers).

7. A study of the role of the principal at the secondary school level, grades 9-12.

Curriculum - Secondary School Principal, Level II

The curriculum shall consist of a minimum of 12 semester hours of graduate credit which shall include, but not be limited to, the following:

1. A study of business management and accounting procedures in the public schools.
2. A study of the legal aspects of education.
3. A study of personnel administration.
4. A study of school/community relations.

Curriculum - Supervisor of Instruction, Grades K-12, Level I

The curriculum for Supervisor of Instruction, Grades K-12 shall consist of a minimum of 18 semester hours of graduate credit which shall include, but not be limited to, the following:

1. A study of modern administrative theories, processes and techniques.
2. A study of public school curriculum grades K-12 including a minimum of two graduate level courses.
3. A study of the needs of exceptional children and the special techniques, methodologies, materials, equipment, and facilities required to meet those needs.
4. A study of program evaluation including the study of educational and psychological testing and their application to educational programs.

5. A study of the techniques of instructional supervision, including the skills needed to effectively observe, analyze, and coach instructional personnel.
6. A study of the research related to effective school instruction.
7. A study of the techniques for developing and implementing effective inservice and staff development programs.
8. An advanced study of the techniques of teaching reading.

Curriculum - Supervisor of Instruction, Level II

The curriculum shall consist of a minimum of 12 semester hours of graduate credit which shall include, but not be limited to, the following:

1. A study of group dynamics including the ability to organize groups, conduct effective meetings, motivate faculty, and resolve conflicts.
2. A study of school/community relations.
3. A study of the legal aspects of education.

A certificate based upon Level II preparation as an early elementary school principal shall qualify the holder to serve as a supervisor of instruction, grades K-4 and also for any other sequential combination of grades K-8 that includes any grade K-4. A certificate based upon Level II preparation as a middle grade school principal, grades 5-8, shall qualify the holder to serve as supervisor of instruction, grades 5-8 or any other sequential

combination of grades K-8 that includes any grade 5-8. A certificate based upon Level II preparation as a secondary school principal shall qualify the holder to serve as a supervisor of instruction, grades 9-12 or any other sequential combination of grades 5-12 that includes any grade 9-12.

Curriculum - School Superintendent

The preparation for school superintendent shall consist of no less than 36 semester hours of graduate credit beyond the master's degree and include the preparation for either the elementary school principal, middle grade school principal, secondary school principal, or supervisor of instruction and certification for one of these positions. It shall also include but not be limited to, the following:

1. A study of the role of school superintendent.
2. A study of public school finance and taxation.
3. A study of school facilities to include financing, design, construction, and management.

The candidate for certification as school superintendent shall have at least three years of full-time teaching experience and at least two years of full-time experience as a principal, supervisor of instruction, guidance counselor, director of pupil personnel services, director of special education, school business administrator, local district coordinator of vocational education, or coordinator/administrator/supervisor of district-wide services.

The School Superintendent Certificate shall be issued for five year periods. Each renewal shall require the completion of either two years of experience as a school superintendent, three semester hours of additional graduate credit related to the position of school superintendent, or forty-two hours of participation in the Kentucky Effective Instructional Leadership Training Program.

The programs presented above in brief form are all a part of a proposal which was presented by the Committee on School Administration and Instructional Leadership to the Kentucky Council on Teacher Education and Certification and approved by that body on September 12, 1986. The Proposal is now before the Kentucky State Board of Education for final consideration.

The Testing/Internship Program

In the summer of 1985, Governor Martha Lane Collins called the Kentucky General Assembly into Extraordinary Session to consider a number of matters related to improved financing for Kentucky's elementary and secondary schools. An additional bit of legislation passed in the special session was a bill which created a new section of the Kentucky Revised Statutes, Chapter 161 which requires:

1. That the State Board of Education establish requirements for a preparation program in institutions of higher education for all new applicants for principal's certification and establish criteria for admission to the program.

2. That the State Board of Education and the Council on Higher Education evaluate the preparation programs for principals and maintain only those institutional programs that can demonstrate both the quality and the capacity to enroll adequate numbers of students to justify the resources necessary for maintenance of a quality program.
3. That the State Board of Education shall develop or select appropriate tests for applicants seeking certification as principals, including:
   a. a generic test to assure an acceptable level of communication skills, general knowledge and professional education concepts related to but not limited to instructional leadership, management and supervisory skills; and
   b. a specialized examination on the current instructional and administrative practices in Kentucky public education.
4. That the State Board of Education shall establish minimum scores for successful completion of examinations and establish a reasonable fee to be charged applicants.
5. That, after January 1, 1988, all those seeking certification as principals must successfully complete the required examinations, whereupon a statement of eligibility for internship valid for four years will be issued. Upon

obtaining employment as a principal, a one year certificate will be issued. Those not obtaining a position within the four year eligibility period must reestablish eligibility by repeating and passing the examinations in effect at that time.

6. That the Council on Teacher Education and Certification shall develop and recommend to the State Board of Education an internship program which shall provide for the supervision, assistance, and assessment of beginning principals.
7. That effective July 1, 1988 all applicants for principal certification shall successfully complete the internship program. If the intern's performance is less than satisfactory, the internship may be repeated one time provided the applicant is employed in a principal's position.
8. Following successful completion of the internship the principal's certificate shall be extended for four years. Renewal of the certificate shall require completion of a continuing education requirement as prescribed by the State Board of Education.

For the sake of brevity parts of the above law are paraphrased. To insure accuracy certain phrases and terminology are lifted verbatim from the text of the law. The entire text is contained

in Section 23 of House Bill No. 6, Extraordinary Session 1985 of the Kentucky General Assembly. This has been incorporated as a new section of the Kentucky Revised Statutes, Chapter 161.

In response to the mandate to establish an internship program for principals, the Kentucky Council on Teacher Education and Certification has established the Advisory Committee for Principalship Testing/Internship Program composed of twenty-seven members to develop the program and to recommend regulations for implementing it. That committee is composed of representatives of all segments of the education profession including teachers, principals, superintendents, professors of educational administration, and representatives of the State Department of Education. Technical and consultant support is being provided by the State Department of Education.

The State Advisory Committee on Principal Testing/Internship met for the first time on October 21, 1986. After a review of the charge and a general discussion of the task at hand, the committee established subcommittees to deal with:

1. Generic test in administration.
2. Test on current administrative practices.
3. The internship.

They have agreed to work two days each month until the task is completed with a target date of July 1, 1987.

Although much remains to be done, a substantial beginning

has been made in upgrading preparation programs and certification standards in Kentucky. Any evaluation of the success of these changes will have to wait until they have been fully implemented and observed in operation in the field.

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